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ABSTRACT

Intensive leadership development programs in Pennsylvania, Michigan California, and Montana positively affected the participation of program graduates in public affairs organizations. The programs, begun in 1965, and designed to prepare young men and women from rural areas for more effective leadership in agricultural and public affairs, consisted of up to 123 days of workshop and seminar training over a three year period on local, state, national, and international levels. As expected, a consistent pattern of increased affiliation with public service organizations emerged from an analysis of data gathered from program graduates. Although there were no controls for sex, age, family characteristics, or socio-economic status, graduates in all four states increased their affiliations by an overall 57.6%. In all states the greatest gains in affiliations appeared in governmental and quasi-governmental public service organizations, followed by voluntary public service organizations. Participation in political parties, clubs, and interest groups rose in Michigan and Pennsylvania but declined in California and Montana. Overall, education service organizations showed the most gain, followed by planning and coordination services, especially those relating to land use, and economic and industrial development. (SB)

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AN ASSESSMENT OF CHANGES IN AFFILIATIONS IN PUBLIC AFFAIRS ORGANIZATIONS AMONG GRADUATES OF FOUR INTENSIVE LEADERSHIP DEVELOPMENT PROGRAMS

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ABSTRACT

An assessment of the extent to which four intensive Kellogg Foundation-assisted leadership development programs increased participation of program graduates in public affairs has revealed positive results. The programs under study were conducted in California, Michigan, Montana, and Pennsylvania. When comparing the pattern of changes in gains from pretest to posttest between the Pennsylvania program groups and a Pennsylvania Comparison Group with changes in the other three states, similar increases were observed relative to the comparison group which showed decreases or remained at the same level on each variable. Overall, program graduates showed increased gains from pretest to posttest on most measures of affiliation in public affairs organizations, relative to members of the Pennsylvania Comparison Group. The only exception was on affiliations in political parties, clubs, and related interest groups in California and Montana where change was either not found or negligible. These findings provide support for concluding that programs were successful in attaining one common goal: to increase participation in public affairs on the part of young men and women from rural areas who show potential for leadership.

Prepared for presentation at the Annual Meeting of the Rural Sociological Society, San Francisco, California, August, 1978.

RC 011315

An Assessment of Changes in Affiliations in Public Affairs Organizations Among Graduates of Four Intensive Leadership Development Programs

For several decades the W. K. Kellogg Foundation has been assisting educational institutions and other agencies with the development of programs directed at improving the quality of life in rural areas. One such experimental effort has been attempting to further the development of rural leadership. Four intensive leadership development programs have now graduated more than 700 men and women. The purpose of this paper is to report on an analysis of the extent to which these programs functioned to stimulate the involvement of program graduates in public affairs.

Program History and Participant Characteristics

There were similarities and important differences in the way each program was organized which should be noted. The first of the four programs began in 1965 when the Kellogg Foundation began assisting Michigan State University's Department of Agricultural Economics in the development of an intensive adult education program in public decision-making. Between 1970 and 1971, similar statewide programs were organized in California, Montana, and Pennsylvania. The Pennsylvania program was organized by members of the Department of Agricultural Economics and Rural Sociology and community resource development staff of the Cooperative Extension Service, Pennsylvania State University. The program in Montana was organized by agricultural economists and public policy specialists with the Montana State University Cooperative Extension Service. The California program was uniquely conducted by an agricultural education foundation through a memorandum of agreement with a dean's educational program council, which consisted of each dean of agriculture in the University of California and the California

State College systems. An assessment of the effects of these programs is now being conducted by several faculty and staff members of the Department of Rural Sociology, Washington State University.

The Michigan program was initially funded with a five-year grant for organizing and implementing a special leadership development program for Michigan farmers. The participants were successful farm businessmen between 20 and 40 years of age. Similar five-year grants were awarded to the other three states. The California program included farmers and persons in occupations related to agriculture, while the Pennsylvania program was expanded to include a cross-section of the rural community including young homemakers, professionals, and persons in rural nonfarm businesses. The Montana program was conducted for young men and women from throughout Montana who showed potential for leadership. In Montana and Pennsylvania, a special effort was made to include women. A summary of the participant characteristics is contained in Table 1.

The leadership development programs were designed to prepare participants for more effective leadership in agricultural and public affairs. The question now facing educational policy-makers with an interest in these and related programs, and Kellogg Foundation officers is: what unique effects can be attributed to the four leadership development programs? One specific program effect--changes in participant affiliations in public affairs related organizations--will be the focus of this paper.

Educational Program Designs

The educational programs were similar to conference-style executive development programs; however, workshops and seminars focused on public decision-making and the analysis of public issues. The unique features of each program included three- to five-day "live-in" workshops extending over

Table 1. A comparison of selected characteristics of leadership program graduates for all four states and members of the Pennsylvania Comparison Group

Characteristic	California (N=143)	Michigan (N=124)	Montana (N=72)	Pennsylvania (N=76)	Pennsylvania Comparison Group (N=76)
Income (Median)	Over $30,000.00[1]	$22,656.50	$17,307.50	$14,892.50	$16,029.50
Age (Median)	36	39	42	33	34
Sex (Percent Male)	100	100	63.9	70.8	67.1
Marital Status (Percent Married)	88.1	98.4	83.3	80.6	86.8
Occupation (Percent Farmers, Farm Managers, and Agricultural Workers)	68.1	88.7	29.2	35.7	22.4
Education (Percent College Degree or more)	81.2	28.2	61.1	64.1	52.6

[1]The specific median income could not be calculated for California because the highest income category was "Over $30,000.00." Just over fifty percent of the California respondents indicated that their income was over $30,000.00.

a one- to three-year time period; travel seminars at local, state, national, and international levels; and cultural experiences. The programs varied in length from a one-year 20-day program on Pennsylvania, which focused on the analysis of local and statewide public issues, to the more typical three-year programs in all states which included an international emphasis and up to 123 days of training. Each group included approximately 30 participants.

In each program the subject matter of both workshops and travel seminars was aimed at providing participants with a broadening educational experience which focused on the analysis of public problems and the processes of developing policies and initiating group action to solve these problems. The educational programs were directed at the development of group communication skills; the sharpening of problem-solving skills; increasing participant understandings of public policy and governmental processes; the development of economic, social, and cultural understanding; and motivating participant desires for life-long learning. A multi-disciplinary approach to education was used, with the core instructional faculty being drawn from such academic disciplines as economics, sociology, education, political science, philosophy, speech and communications, and the fine arts. In conducting the educational programs each project drew upon outside experts, consultants, and other resource persons from educational institutions, government, and private industry.

The Pennsylvania program was atypical in that the program for the first three years began with a one-year program for three regional groups, out of which one group was selected for two additional years of study, discussions, and travel seminars. After completing the original program cycles, Pennsylvania conducted a more modest intensive two-year 30-day program that excluded the international emphasis. Two regional groups began the two-year program each

year. For purposes of comparatively assessing program outcomes, this paper will primarily examine the programs in each state which included an international emphasis. One aspect of the paper will analyze the components of change with all program groups (including the Pennsylvania one- and two-year program groups) aggregated together.

Assessing Program Outcomes

Do to a lack of resources allocated for the purpose of assessing program outcomes, only limited efforts were made to evaluate the effects of the leadership development programs during the time of their operation. Three of the four states conducted studies of program effects. These program evaluation studies have included the solicitation of self-reports from Montana participants (Geibink, 1972), objective testing in Michigan for participant knowledge and attitude changes using a pretest-posttest nonequivalent control group design (Rothert, 1969), and the study of behavioral change as it relates to participation in nonprofit organizations prior to and following the program experience in Pennsylvania (Howell and Wilkinson, 1977; and Martin, 1977). Other more subjective assessments of program effects have been discussed in program experience brochures (Miller, 1976).

An important common goal of each of the four programs has been to stimulate more active participation in public affairs on the part of young men and women in rural areas. It was expected that involvement in the leadership development programs would lead to greater participation in public affairs. Success in attaining this goal will be determined by the degree to which program graduates increased their participation in public affairs related organizations.

Conceptual Considerations

Much of the literature related to public affairs participation views such action as it is exercised through involvement in voluntary associations functioning in local communities, and focuses on these organizations as vehicles formed for the purpose of influencing all levels of government (Kornhouser, 1959; Lipsit, Trow and Coleman, 1956; Zimmer and Hawley, 1959). This study has expanded the model to include participation in government and quasi-government organizations, that is, organizations that have legal authority to act in behalf of the citizenry or provide one or more governmentally sponsored public services. Local voluntary associations with a concern for public affairs may also be formed as a result of inducements from agencies outside of the community. Voluntary associations of this type function as "channels of communication, sources of legitimization, vehicles of social control, and a means to organize and direct resources" (Taub, et.al., 1977). On the other hand, voluntary public affairs associations formed at the local level may function to either influence public decision-making processes as indicated above, or directly provide one or more public services through voluntary means. Whichever is the case, the types of public affairs organizations of concern in this study are those which will attempt to influence public decision-making processes and/or function to provide one or more public services.

The public decision-making process at the community level can be viewed as an interaction system between leaders and citizens. In this interaction system, leaders do not act in a vacuum but are responsive in varying degrees to the local citizenry. This responsiveness allows other persons or groups to influence the community decision-making process and thus enter the leadership arena. Two studies on leadership responsiveness to influence on

community issues point to the importance of participation in voluntary associations and other areas of community life as channels for exercising influence.

In Verba and Nie's (1972) study of leader responsiveness in 64 communities, the authors measured leader responsiveness in terms of concurrence, i.e., the extent to which citizens and leaders agreed on the same agenda for community priorities. When related to community participation,[2] they found, after controlling for socio-economic status, that concurrence between leaders and citizens increases as citizen participation increases. Leaders concurred with the priorities of the least active fifth of the citizens 18 percent of the time and with the priorities of the more active fifth 30 percent of the time (Verba and Nie, 1972: 307). In a earlier study conducted in just one community, Aggar and Ostrom (1956: 143) found influence on community issues to be related to participation in organizations. They found that the category of persons (other than community leaders) who were most active in community affairs--active advisors--were more likely to be involved in organizations than the least active category of citizens, the nonparticipants. Ninety percent of the active advisors belonged to six or more organizations, and the remaining 10 percent belong to between one and five organizations. On the other hand, only 8 percent of the nonparticipants belong to six or more organizations, 43 percent belong to one and five organizations. The remaining 49 percent of the participants had no organizational memberships.

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[2]This was a composite measure including campaign activity, voting, communal activity (i.e. participation in voluntary associations and working with others to solve community problems), and particularized contacting and talking with or contacting others, including government officials, about community problems.

The apparent relationship between membership in voluntary organizations and opportunities for individuals to influence community decision-making processes in broader institutions (e.g., educational, religious, and government institutions) is one reason why sociologists have considered these groups as being important to the fabric of American society. At the community or society level, these associations may provide an arena in which persons can add their support to existing social structures or seek to change these structures (Babchuk and Edwards, 1965). In addition, one of the major tenants of community development theory is that community participation functions to strengthen the local community (Sanders, 1958; Warren, 1972; Pearlman and Gurin, 1972; and Zealey, 1959). Viewed from this perspective, public affairs leadership development programs could be considered as a means for achieving community and rural development goals.

Data, Methods, and Variables

This study uses data collected at two points in time from each respondent. Three sources of data were utilized: (1) a questionnaire administered to participants in Pennsylvania prior to beginning the educational program and two years after graduation; (2) similar preprogram data which were available on applications completed by participants in Montana, Michigan, and California; and (3) identical questions used in the Pennsylvania study which were used as the basis for developing a postprogram questionnaire which was administered in 1977 to all participants in the Kellogg Foundation-assisted leadership development programs.[3] The same questionnaire used in Pennsylvania

[3]The four state impact assessment questionnaire was not administered to Pennsylvania groups I-III (one-year program) and groups I and III (three-year program) because the same basic questions had been asked of them two years after completing the program. It was felt that the Pennsylvania information would suffice for the four state evaluation study.

on a pretest-posttest basis was admininstered to a nonparticipant Pennsylvania Comparison Group in 1973 and again in 1975. The preprogram and postprogram data which are comparable across all four states include several measures of extensive and intensive participation in voluntary associations and government organizations. The questionnaire used for the four state program assessment study also contained several questions pertaining to self-assessments of program effects and ways in which the program could be improved, as well as demographic characteristics of respondents.

The four state participant impact assessment study draws upon a research design developed for evaluating the Pennsylvania program. The Pennsylvania study used a modified form of a pretest-posttest nonequivalent control group design (Campbell and Stanley, 1963: 47-50). This design is particularly appropriate for use when analyzing the Pennsylvania data, since a pretest and posttest was administered to all groups and a nonequivalent comparison group (Weiss, 1972: 69). Differences in gains from pretest to posttest were used to describe any changes in the Pennsylvania program groups relative to the Pennsylvania Comparison Group. The magnitude of the differences between the Pennsylvania program groups and the comparison group were compared to the gains identified in the other three states to discern if similar patterns of change were present. The quasi-experimental design used to analyze the Pennsylvania data ruled out threats to internal validity such as history and maturation (Campbell and Stanley, 1963: 48-49). Only differential testing was expected to present possible validity problems, since the program groups completed the pretest in a different setting than the Pennsylvania Comparison Group. However, no biases were detected. The interaction of selection-maturation was not controlled by the design, but was not expected to be substantively significant.

There were no comparison groups which were applicable for interpreting program effects in California, Montana, and Michigan. The assessment of these programs, therefore, relied upon designs which were weaker than the Pennsylvania design and threats to internal validity were a problem. The major threats to validity which could be accounted for were differential histories (i.e., differential opportunities for participation in voluntary associations and public affairs activities in each of the four states), testing, and selection of participants. When comparisons are made from preprogram measures to postprogram measures, the situation is that described in the research design literature as a one-group pretest-posttest design (Campbell and Stanley, 1963: 71-72). The patterns of change among the Montana, California and Michigan respondents were compared to patterns of change among the Pennsylvania respondents where the stronger, modified version of the quasi-experimental comparison group design was used.

Since we were not working with a random sample of a population, tests of significance were not used as a criterion for assessing the presence of relationships. Instead, we relied upon the presence of a consistent pattern of gains among the program groups relative to the Pennsylvania Comparison Group as a decision making criterion.

The criterion variables used to assess the extent to which the goal of increasing participation in public affairs was attained were affiliations in three different types of public affairs organizations. Included are government and quasi-government public service organizations; voluntary public service organizations (non-government); and political parties, clubs, and related interest groups. Although it was recognized that several factors including socio-economic status, sex, age, and family characteristics are related to differential rates of participation in public affairs (Erbe, 1964:

198-215; Verba and Nie, 1972; Edwards and Booth, 1973 and a review of the literature contained in Smith and Freedman, 1972), we did not control for these influences in this analysis. For an examination of program effects when controlling for sex, see Howell and Cook (1978), and for an analysis of the interaction between sex, socio-economic status, age, and program effects, see Martin (1977).

The Findings

An examination of the patterns of change in gains from pretest to posttest reported in Table 2 reveals that the expectations were generally supported. The program graduates showed consistent patterns of increased gain from pretest to posttest with only one exception, which will be discussed below. The Pennsylvania Comparison Group, on the other hand, showed decreases on two of the three measures of affiliations in public affairs organizations, and the one increase was negligible (0.04) relative to the level on this measure at the time of the posttest (1.75).

Since the comparison group was considered equivalent to the Pennsylvania program groups, we first examined the differences in gains from pretest to posttest between these groups.[4] Participants in the Pennsylvania program

[4]For tests of equivalence between the Pennsylvania program groups and the comparison group, see Howell and Wilkinson (1977) and Martin (1977). Martin tested for equivalency between each three-year program group and the comparison group, and found the following differences: Group one was different from the comparison group by sex (because there were no females in the treatment group); Group two was not different from the comparison group; Group three was different from the comparison group on age, and by political participation at the time of the pretest. When the three groups were aggregated, these differences became insubstantial (1977: 25). In the light of these differences, the Pennsylvania may not be construed as a 'true' comparison group, however, as Campbell and Stanley suggest ". . . the control group, even if widely divergent in method of recruitment and mean level, assists in the interpretation" when used with this design (1963: 50).

Table 2. A comparison of mean pretest scores and mean changes from pretest to posttest for affiliations in different types of public affairs related organizations, by states and the Pennsylvania Comparison Group.

Type of Public Affairs Related Organizations	Pretest and Average Gain or Loss Scores									
	Program Groups								Pennsylvania Comparison Group (N=76)	
	California (N=143)		Michigan (N=124)		Montana (N=72)		Pennsylvania (N=76)			
	Pretest	Change	Pretest	Change	Pretest	Change	Pretest	Change	Pretest	Change
01-Government Public Service	0.50	0.64	0.57	1.00	0.67	0.56	1.20	1.12	1.12	-0.01
02-Voluntary Public Service (Non-government)	0.67	0.65	0.56	0.16	1.10	0.47	1.82	0.65	1.75	0.04
06-Political Parties, Clubs, and Related Interest Groups	0.08	0.00	0.12	0.20	0.24	0.07	0.25	0.26	0.25	-0.10
Sum of Means	1.25	1.29	1.25	1.36	2.01	1.10	3.27	2.03	3.12	-0.07

groups, on the average, showed an increase of just over one affiliation in government public service organizations; they nearly doubled their level of participation in organizations which have the legal authority to act on behalf of the community or to provide one or more public services through government means. Members of the comparison group, on the average, essentially remained at the same level on this variable. In addition, members of the comparison group, overall, showed a similar pattern of very little change in affiliations in voluntary public service organizations (non-government), while program group members increased, on the average, by more than six tenths of an affiliation. Although affiliations in political parties, clubs, and related interest groups was apparently not a major means of involvement for most program graduates, on the average, participants doubled their level of involvement in such organizations from .25 of an affiliation to .51. The comparison group showed a decline of -.10 of an affiliation in political groups. Overall, Pennsylvania program group members increased their participation in public affairs organizations by 62 percent while members of the comparison group decreased by 2 percent. Although there were differences in elapsed time between the pretest and posttest for the Pennsylvania program groups and the Pennsylvania Comparison Group, the differences in gains could be interpreted as program effects.[5]

In an examination of the pattern of change from pretest to posttest between the Pennsylvania program groups and the program groups in the other

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[5]Each three-year group completed a similar posttest immediately after graduating from the program. We are now testing to see if there are any differences in gains during the period of involvement in the program. For purposes of this paper, it is assumed that there are no differences because the participants were too busy with added responsibilities while taking the leadership development course to become involved in new affiliations with public affairs organizations.

three states revealed a consistent pattern of substantial gains. Overall, members of the other program groups began at lower levels than members of the Pennsylvania program groups, and members of two out of three of the groups--Michigan and California--showed overall gains of more than 100 percent in affiliations in public affairs organziations. Members of the Montana program group, overall, showed an increase in affiliations in public affairs organizations of 54 percent. Most of these increases were in government and quasi-government public service organizations. This supported the finding in Pennsylvania that the participants were becoming more involved in organizations that have the legal authority to act on behalf of the community or to provide one or more public services through government means. The only exception to this was in California where program group members almost doubled their participation in voluntary public service organizations (non-government). The consistent pattern across the four states of increased gains from pretest to posttest on the two measures of affiliations in public service organizations gives strong support for concluding that the program expectations were attained.

The relative differences in gains between the three measures of affiliations in public affairs organizations can be seen very clearly when aggregating all of the program groups together. Table 3 consists of an aggregation of all program groups, including persons who completed the one- and two-year programs in Pennsylvania. These groups were omitted from the analysis up to this point, because the educational programs were not comparable in length and content. We have included all groups in the following analysis, however. because the magnitude of the differences can be observed more clearly when examining the total population.

Overall, there was a 57.6 percent increase in affiliations in public affairs organizations for program group members relative to a slight decrease (-0.02 percent) on the part of members of the Pennsylvania Comparison Group (see Table 3). The category contributing the greatest proportion (.5870) to the overall change in public affairs related organizations was Government and Quasi-Government Public Service Organizations. Next was Voluntary Public Service Organizations (Non-Government), contributing about one-third of the overall change. Considerably lower than the other two categories were affiliations in political parties, clubs, and related interest groups (.0804). The increase in affiliations across the four states in organizations that have the legislative authority to act on behalf of the citizens or to provide one or more public services through government means may reflect the desire of program graduates to be involved in organizations that have the greatest potential for affecting the community life. In many cases, these organizations are either government or in some way directly related to government. This is reflected in the statement made by one participant in an oral evaluation session, who stated, "I want to spend my limited amount of time working through organizations which have the greatest potential or effect upon community life." Voluntary public service organizations also showed a considerable increase between pretest and posttest. This may mean that program graduates are becoming more selective, but this selectivity in helping with the provision of public services is not necessarily through government means.

Affiliations in political parties, clubs, and related interest groups was not a variable which showed a consistent pattern of change from pretest to posttest. The base scores on this measure were low across all states, indicating that many of the participants either moved directly into elective or appointive offices without involvement in political groups or built their support through

Table 3. A comparison of the components of change in affiliations in public affairs related organizations for all program groups combined and the Pennsylvania Comparison Group.

Type of Organization	Program Groups (N=709)				Pennsylvania Comparison Group (N=76)		
	Preprogram	Postprogram	Components of Change*	Proportion of Change	Preprogram	Postprogram	Components of Change*
	(number of affiliations)				(number of affiliations)		
Government Public Service	435	795	33.80	.5870	77	76	-.004
Voluntary Public Service	545	749	19.15	.3325	121	124	.013
Political Parties, Clubs, and Related Interest Groups	85	134	4.63	.0804	17	10	-.032
Totals	1065	1678	57.58	.9999**	215	210	-0.023

*Components of Change = $\frac{\text{Postprogram Category Score - Preprogram Category Score}}{\text{Sum of Preprogram Category Scores}}$

**This column does not add to 1.0 due to rounding error.

Note: The proportion of change was not calculated for the Pennsylvania Comparison Group because these changes were negligible.

involvement in economic and other special interest groups. California and Montana showed either no change or negligible change on this variable. On the other hand, program graduates from Pennsylvania and Michigan, overall, more than doubled their affiliations in political groups. These differences may reflect that the relative importance of political groups among the four states as a means for influencing public decision-making or becoming involved in public affairs is different in each state.

As indicated in the conceptual considerations discussed above, community development literature places a strong emphasis on the importance of participation as a means of strengthening community structures. These data show that changes in the behavior of program graduates as it relates to public affairs was primarily directed at government public service organizations. The next question is, through what types of government organizations was this behavior manifested and what were the functions of these organizations in the community?

The answer to this question can be found by tracing the components of change through different subcategories within a taxonomy of non-profit organizations which was developed especially for the leadership program assessment study (see Howell and King, unpublished). The taxonomy includes three distinct levels of abstraction. The first level is based upon the role of the organization and its prime beneficiary. In this case, the organizations of concern play a public service role in the community and the public-at-large is the prime beneficiary. The intermediate level describes the specific functions an organization will perform in the public service arena such as the provision of educational, health or land use planning services. The third or concrete level describes the specific organizational purpose such as

economic development, land-use planning regulation, or comprehensive health care planning. The intermediate and concrete level categories under the general level category, Government and Quasi-Government Public Service Organizations, along with the components of change indicated by these data, are shown in Table 4. This Table also is based on an aggregate of all groups.

The intermediate category which showed the greatest amount of change in Table 4 is educational services. This could include affiliations with school boards, community education committees, library boards, Cooperative Extension Service advisory committees and others. Although all components were very important public services in the community, this paper has examined the components of change in the subcategory Planning and Coordination Services because of the direct link that these organizations have to community development. Table 4 shows that among the concrete level categories, the greatest change was manifested on land-use planning boards and commissions. Secondly, the program graduates were becoming more involved in economic, industrial, and agricultural planning and development groups. The third category showing sizeable change reflects greater involvement in organizations which are related to important community functions, but the increased affiliations in these organziations could reflect a possible program bias toward physical development activities in that there was a slight decline in affiliations of social service related organizations. It should be noted, however, that out of a total of 178 affiliations coded within intermediate category, Planning and Coordination Services, at the time of the pretest, only six social service related organizations were coded. Therefore, the base for this category was low and the lack of any substantial change could reflect the interest of the participants or the fact that only a very limited number of people were involved in social services integration and cooperation initiated through government means in the community. In any event, these data

Table 4. Components of change in affiliations in government and quasi-government public service organizations for all program groups

Intermediate Level		Components of Change*
Category		
01	Social Services	-2.07
02	Health Services	6.21
03	Educational Services	22.30
04	Recreation, Historical, and Cultural Organizations	.92
05	Finance and Credit	5.52
06	Adjudication Services	1.61
07	Regulation and Enforcement Services	4.37
08	Natural Resources Management	8.28
09	Facilities, Utilities and Services	4.37
10	Planning and Coordination Services	20.92
11	General Government	10.34

Concrete Level		Components of Change*
Category		
01	Redevelopment	0
02	Planning and development (economic, industrial, agricultural)	30.26
03	Planning boards and commissions (land use)	63.16
04	Rural Development	15.79
05	Consulting Services (state government advisement of local government)	-1.32
06	Councils of government	5.26
07	Social services integration and cooperation	-1.32
08	Comprehensive health planning	7.89

*Components of Change = $\frac{\text{Postprogram Category Score - Preprogram Category Score}}{\text{Sum of Preprogram Category Scores}}$

show that participants were becoming more involved in land-use planning, various organizations intended to improve the rural economy, and general purpose rural development organizations.

Discussion

The above analyses revealed a clear pattern of overall gains from preprogram to postprogram on two measures of public affairs participation among participants in an intensive three-year leadership development program in Pennsylvania when compared to members of a nonequivalent comparison group. These gains were mainly in organizations which provided public services. The greatest absolute change was in affiliations in government and quasi-government public service organizations. Affiliations in voluntary public service organizations only increased by just over one-third from pretest to posttest. A similar pattern of gain on the measures of affiliations in public service organizations was found across all four states.

It was generally found that program participants were not very extensively involved in political parties, clubs, and related interest groups. Although the participants had relatively low scores on this variable at the time of the pretest and the posttest, the Pennsylvania and Michigan groups showed that they were becoming more involved in such groups. The California groups did not show any change in this category and the increase in Montana was negligible.

Overall, when aggregating all groups including the one- and two-year groups in Pennsylvania, the program graduates increased their participation in public affairs organizations by 57.5 percent, while members of the Pennsylvania Comparison Group decreased their affiliations by -0.02 percent. When tracing this change in the broad category showing the greatest change, through the use of a detailed taxonomy of non-profit organizations, it was primarily manifested

in the provision of educational services and secondly, in the provision of planning and coordination services. The paper then examined the components of change in the subcategories under planning and coordination services. The greatest changes were in organizations related to land-use planning, improving the economy, and rural development in general. These changes were in categories of organizations that were directly involved in major government and quasi-government problem-solving and public service provision structures in the community. To a lesser extent, program graduates were becoming involved in voluntary public service organizations; however, change in this category was also substantial. Thus, we found support for the attainment of the program goal of increasing participation in public affairs on the part of young men and women from rural areas.

The changes identified could be accounted for in part by demographic characteristics and socio-economic status differentials as discussed in the literature reviewed. These possible influences are being controlled for in other aspects of the overall study as reported above. The point to be noted, however, is that the Pennsylvania Comparison Group was found to be quite similar to the three-year program groups in Pennsylvania at the time of the pretest. Demographic and socio-economic status differences should be equally strong factors for explaining differences in affiliations between pretest and posttest for both groups. The interesting question here is: Do the programs have differing effects upon different socio-economic and demographic groups? This question is being considered (see for example Howell and Cook, 1978).

Another argument can be raised to the effect that some of the change could be due to the passage of time; participants had the potential for leadership and they would have become more involved anyway. Although there were elasped time differentials from the pretest to the posttest between the

Pennsylvania program groups and the Pennsylvania Comparison Group, the fact that differences were quite distinct lends strong support for the conclusion that the program had an effect upon increasing affiliations in public affairs related organizations. This conclusion received even stronger support by finding the same pattern across the other three states on two out of three of the measures. The only measure which deviated from the pattern was affiliations in political parties, clubs, and related interest groups. These deviations were in California and Montana, where political action could be initiated more through economic associations and related interest groups. We could also infer from the subject matter and the educational experiences provided during the program, that the input to decision-making from program graduates was likely to be of higher quality. Thus, public decision-making and related action in which the program graduates were involved should be improved. The reader will have to make his or her own conclusions about the validity of attributing change to the program, when making comparisons between the program groups and the Pennsylvania Comparison Group. Further research on the effects of intensive public affairs leadership programs is necessary using random assignment of applicants between treatment and control groups.

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